

**TO:** Electoral Area Services Committee                      **MEETING:** June 12, 2018

**FROM:** Kristy Marks  
Planner    **FILE:** PL2017-202

**SUBJECT: Zoning Amendment Application No. PL2017-202  
Pitt Road – Electoral Area ‘H’  
Amendment Bylaw 500.418, 2018 – First and Second Reading  
Lots 1 and 2, District Lot 36, Newcastle District, Plan 2076 Except That Part Shown  
Outlined In Red On Plan 1104-R And Except That Part Lying North Of The Island Highway  
As Said Highway Is Shown On Said Plan**

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**RECOMMENDATIONS**

1. That the Board receive the Summary of the Public Information Meeting held on April 9, 2018.
2. That the Board require the applicant to complete the conditions as set out in Attachment 2 as a condition of Amendment Bylaw No. 500.418 being adopted.
3. That “Regional District of Nanaimo Land Use and Subdivision Amendment Bylaw No. 500.418, 2018”, be introduced and read two times.
4. That the public hearing for “Regional District of Nanaimo Land Use and Subdivision Amendment Bylaw No. 500.418, 2018” be waived and notice of the Board’s intent to consider third reading be given in accordance with Section 467 of the *Local Government Act*.

**SUMMARY**

The applicant proposes to rezone the northern portion of the subject properties from Residential 2 Zone (RS2), Subdivision District ‘M’ to a new Lighthouse Seniors Comprehensive Development Zone 52 (CD52), Subdivision District ‘D’ in order to permit the development of a supportive seniors housing development. A Public Information Meeting was held on April 9, 2018. It is recommended that Amendment Bylaw No. 500.418, 2018 be granted first and second reading.

**BACKGROUND**

The Regional District of Nanaimo has received an application from the Bowser Seniors Housing Society on behalf of the Province of BC to rezone the northern half of the subject properties in order to permit the development of a 40 unit seniors housing facility. These two parcels of Crown Land, currently held under lease by the RDN, are approximately 4.2 ha total in area and are currently vacant and treed. The RDN lease was granted by the Province of BC (the Province) in 2012 for a term of 20 years for the

purpose of providing a “seniors supportive living complex, sewage treatment facility and waste water management system purposes”. The applicants are currently in the process of separating their lease from that of the RDN. Through the amendment to the existing lease and sponsored crown grant application the Province has advised that it will amend the existing lot line between the two parcels from north/south to east/west to reflect the amended tenure agreements and the uses proposed for each area of the subject properties.

The properties are located within the Bowser Village Centre (BVC) and are surrounded by developed commercial property (Magnolia Court) to the north, undeveloped residential zoned lands to the east, unconstructed road and Crown Land to the south and west and rural zoned lands within the BVC to the northwest (see Attachment 1 – Subject Property Map).

### ***Proposed Development***

The applicant proposes to rezone the northern half of the subject properties from Residential 2 (RS2) Zone, Subdivision District ‘M’ to a new Lighthouse Villa Comprehensive Development 52 (CD52) Zone, Subdivision District ‘D’ to allow the development of a 40 unit seniors housing facility and related accessory uses. In support of the application, the applicant has submitted a concept site plan and concept building elevations (see Attachment 3 – Concept Site Plan and Attachment 4 – Concept Building Elevations).

The development is proposed to be serviced by community water from the Bowser Waterworks District and by a proposed community sewer service, the Bowser Wastewater Treatment Facility, which is proposed to be located on the same parcels as the seniors housing facility. Access to and from the subject property would be from Pitt Road.

### ***Official Community Plan Implications***

The subject property is designated Civic and Cultural pursuant to the “Regional District of Nanaimo Electoral Area ‘H’ Official Community Plan Bylaw No. 1335, 2017” (OCP) and the Bowser Village Centre Plan (BVCP). The OCP recognizes that the subject properties were leased to the RDN in 2012 for the purpose of a seniors supportive living facility and includes advocacy policies that the RDN support the Bowser Seniors Housing Society in their work to establish seniors supportive housing in the BVC. Consistent with this vision, the OCP includes objectives to increase the supply of housing to meet the needs of seniors and to provide 40 units of seniors housing with the BVC. The plan policies encourage seniors housing to be integrated with the rest of the community and located close to shops, services, transit and public amenities. Therefore, the proposed amendment is consistent with the OCP policies.

### ***Land Use Implications***

The existing Residential 2 (RS2) zoning of the subject properties allows up to 2 dwelling units on parcels greater than 4000 m<sup>2</sup> with a community water connection. The proposed Lighthouse Villa Comprehensive Development 52 (CD52) Zone would allow 40 seniors housing units and up to two dwelling units as principal uses. In addition, the CD52 zone would permit a number of accessory uses primarily intended to support the seniors housing residents. The accessory uses include personal service use (limited to a barber shop or beauty salon), medical office, and public assembly (limited to a church or other area within the facility for special events or meetings). The proposed CD52 Zone would require a minimum setback of 8.0 meters from the front lot line and 5.0 metres from all other lots lines and

would allow a maximum building height of 10.0 metres (see Attachment 6 – Proposed Amendment Bylaw 500.418, 2018).

Given that local governments are limited to regulating uses within a zoning bylaw and cannot regulate or stipulate specific users (i.e. seniors) the CD52 zone will require a Housing Agreement to be registered on title prior to the issuance of a building permit in order to permit the seniors housing use. This Housing Agreement would secure the housing for seniors in a manner consistent with any future operators' agreement with BC Housing, should BC Housing provide funding to the proposed development.

The applicant has provided a stormwater management letter prepared by JE Anderson and Associates Ltd. dated April 4, 2018 which outlines potential methods to limit post-development flows to pre-development rates. These methods may include on-site retention/detention via rock pits under parking or landscaped areas, a pond feature, cistern or detention tank, and/or landscaped areas and drainage swales.

Should the Board approve adoption of proposed Amendment Bylaw 500.418, it is recommended that the applicant be required to provide a detailed stormwater management plan confirming that stormwater can be managed onsite and that post-development flows do not exceed pre-development flows. This stormwater management plan must be prepared by a Professional Engineer and include detailed drawings and recommended maintenance provisions and be submitted to the satisfaction of the General Manager of Strategic and Community Development prior to the issuance of a building permit (see Attachment 2 – Conditions of Approval).

### ***Environmental Implications***

The applicant has provided an Environmental Impact Assessment prepared by Current Environmental dated May 25, 2017 to assess the potential of environmental impacts from the proposed development as well as recommend mitigation measures for the protection of existing habitat. The report notes that a field survey was completed to provide a comprehensive description of the on-site physical and biological characteristics focusing on terrestrial forest, avian nesting habitat, and aquatic resources. The report also includes recommendations related to timing land clearing outside the nesting window, following Best Management Practices during construction, preserving large conifers where possible, and preservation of any wildlife trees and concludes that development of the site can proceed without negative environmental impacts to sensitive habitat.

### ***Intergovernmental Implications***

The application was referred to the Ministry of Transportation and Infrastructure (MOTI), local fire department, Bowser Waterworks District, and the Qualicum First Nation.

The MOTI have indicated that no storm drainage is to be directed towards the MOTI right-of-way and that all surface drainage/stormwater from the development is to be dealt with onsite.

The Bow Horn Bay Fire Department indicated that a second driveway access should be provided at the opposite end of the parking lot and 90 degree turns should be removed to provide greater access and eliminate the need for larger emergency vehicles to turn around on-site. The Fire Department also requested that two fire hydrants be located on the property near the access roads/driveway

entrance/exit. The Fire Department's comments will be addressed at the development permit and building permit application stages as the development plans for the site evolve in greater detail.

The Bowser Waterworks District (BWD) has confirmed that the proposed development is within the BWD boundaries and that there is currently excess capacity in the system to provide water service to the site, however, capacity is not allocated until the time of request for service. They have also indicated that low pressure and limited fire volumes need to be considered and that a Right-of-Way may be required to ensure distribution may not be impeded by future development. In addition, the BWD noted that service applications must be reviewed by their engineers and that all engineering fees and the cost of all infrastructure required are the responsibility of the developer.

RDN Building Inspection have advised that the proposed seniors housing facility would be classified as a Part 3 building under the British Columbia Building Code and a fire flow calculation will be required by a Professional Engineer as part of the building permit review process. Given that the local fire department has requested two fire hydrants be located onsite and the BWD has indicated that low pressure and limited fire flow should be taken into consideration, an onsite water storage tank may be required for fire protection purposes. It is recommended as a condition of approval that the applicant be required to secure access to, and use of, the water tank(s) and other required firefighting equipment (as recommended by the qualified engineer) including an obligation to maintain such equipment in good working order to the satisfaction of the RDN Fire Services and the General Manager of prior to obtaining a building permit for the proposed development (see Attachment 2 – Conditions of Approval).

### ***Public Consultation Implications***

A Public Information Meeting (PIM) was held on April 9, 2018. Seventeen members of the public attended and no written submissions were received prior to the PIM (see Attachment 5 – Summary of Minutes of the Public Information Meeting).

In accordance with Section 464 of *The Local Government Act*, the Board may waive the holding of a Public Hearing if the proposed amendment bylaw is consistent with the Official Community Plan. It is assessed that the proposed development is consistent with the Official Community Plan and there was no opposition to the proposed amendment application at the Public Information Meeting. Therefore, it is recommended that the Board waive the Public Hearing and direct staff to proceed with the notification requirements outlined in Section 467 of the *Local Government Act*.

### **ALTERNATIVES**

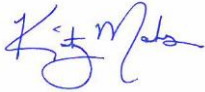
1. To proceed with Zoning Amendment Application No. PL2017-202, consider first and second reading of the Amendment Bylaw and proceed to public hearing.
2. To not proceed with the Amendment Bylaw readings and public hearing.

### **FINANCIAL IMPLICATIONS**

The proposed development has been reviewed and has no implications related to the Board 2018 – 2022 Financial Plan.

## STRATEGIC PLAN IMPLICATIONS

The proposed development has been reviewed and the proposal will support RDN strategic priorities related to planning for the impact of our aging population by securing housing for seniors as well as recognizing the importance of community mobility and active transportation options. In addition, this application reinforces the Plan's objectives related to focusing on relationships by partnering with the Province and a local non-profit society to support and secure housing for seniors.



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Kristy Marks  
kmarks@rdn.bc.ca  
June 1, 2018

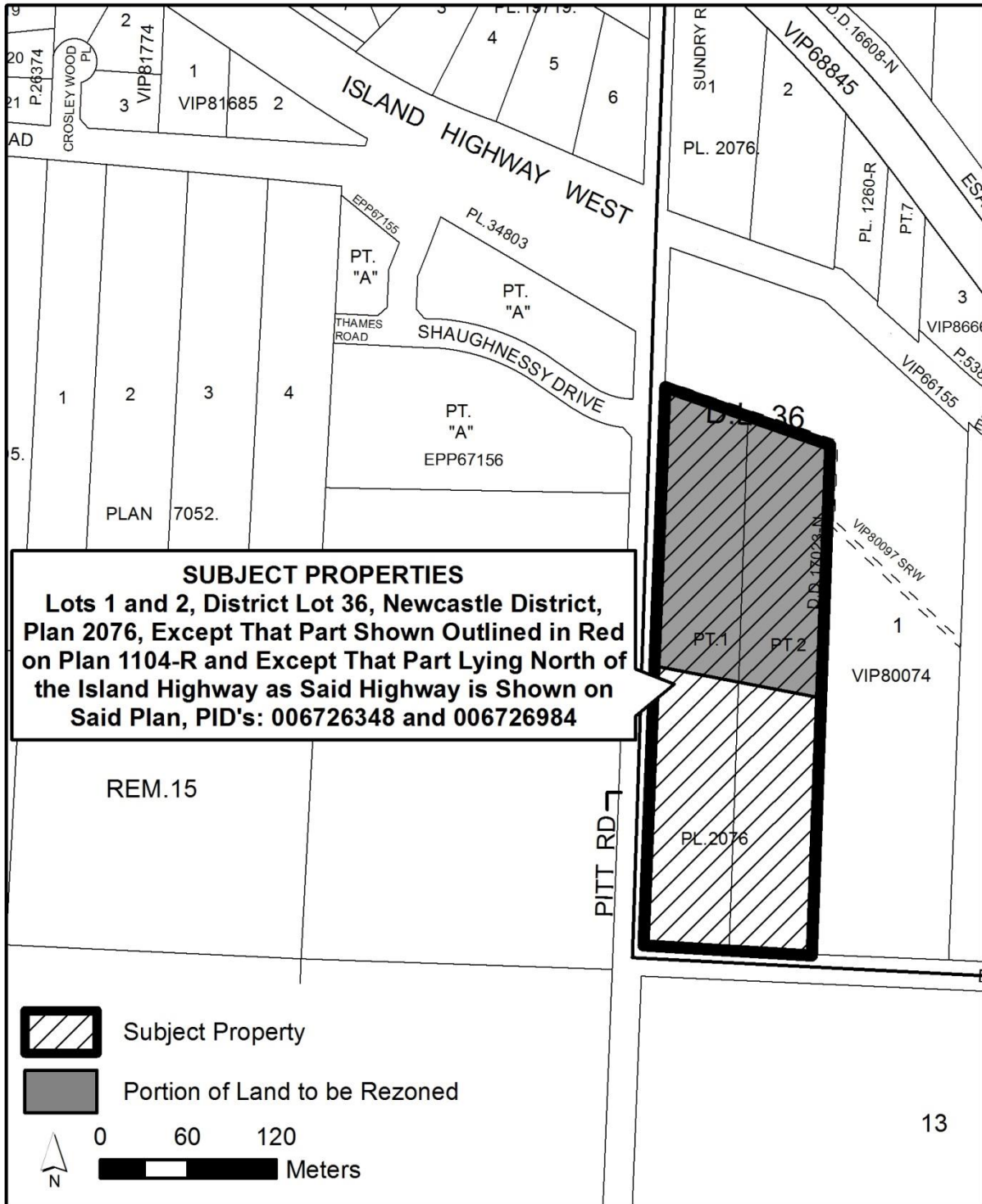
### Reviewed by:

- J. Holm, Manager, Current Planning
- G. Garbutt, General Manager, Strategic & Community Development
- P. Carlyle, Chief Administrative Officer

### Attachments

1. Subject Property Map
2. Conditions of Approval
3. Concept Site Plan
4. Concept Building Elevations
5. Summary of Minutes of the Public Information Meeting
6. Proposed Amendment Bylaw No. 500.418, 2018

**Attachment 1  
Subject Property Map**



**Attachment 2**  
**Conditions of Approval**

The following requirements must be addressed by the applicant prior to development of the subject property as a condition of the adoption of “Regional District of Nanaimo Land Use and Subdivision Amendment Bylaw No. 500.418, 2018” being considered for adoption:

1. The applicant is required to provide, at the applicant’s expense, a stormwater management plan, including detailed drawings and recommended maintenance provisions, prepared by a qualified Engineer to ensure that post-development flows do not exceed pre-development flows. This plan is to be submitted to the satisfaction of the General Manager of Strategic and Community Development, Regional District of Nanaimo prior to the issuance of a building permit.
2. The applicant is required to secure access to, and use of, water storage tank(s) and other required firefighting equipment (as recommended by the qualified engineer through building permit application) including an obligation to maintain such equipment in good working order to the satisfaction of RDN Fire Services and the General Manager of Strategic and Community Development, Regional District of Nanaimo prior to the issuance of a building permit.





**Attachment 4**  
**Concept Elevation Plans**  
 (Page 1 of 2)



**Exterior Materials Schedule**

| Item | Material          | Color | Notes |
|------|-------------------|-------|-------|
| 1.1  | Stone Veneer      | -     | -     |
| 1.2  | Dark Grey Siding  | -     | -     |
| 1.3  | Light Grey Siding | -     | -     |
| 1.4  | Dark Grey Siding  | -     | -     |
| 1.5  | Light Grey Siding | -     | -     |
| 1.6  | Dark Grey Siding  | -     | -     |
| 1.7  | Light Grey Siding | -     | -     |
| 1.8  | Dark Grey Siding  | -     | -     |
| 1.9  | Light Grey Siding | -     | -     |
| 1.10 | Dark Grey Siding  | -     | -     |
| 1.11 | Light Grey Siding | -     | -     |
| 1.12 | Dark Grey Siding  | -     | -     |
| 1.13 | Light Grey Siding | -     | -     |
| 1.14 | Dark Grey Siding  | -     | -     |
| 1.15 | Light Grey Siding | -     | -     |
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| 1.48 | Dark Grey Siding  | -     | -     |
| 1.49 | Light Grey Siding | -     | -     |
| 1.50 | Dark Grey Siding  | -     | -     |

**Exterior Materials**



**CS2 ARCHITECTURE** CONSULTANTS INC. 1000 GARDINER  
 1000 GARDINER STREET, SUITE 100, VANCOUVER, BC V6C 1G7  
 TEL: 604.681.1111 FAX: 604.681.1112  
 WWW.CS2ARCHITECTURE.COM

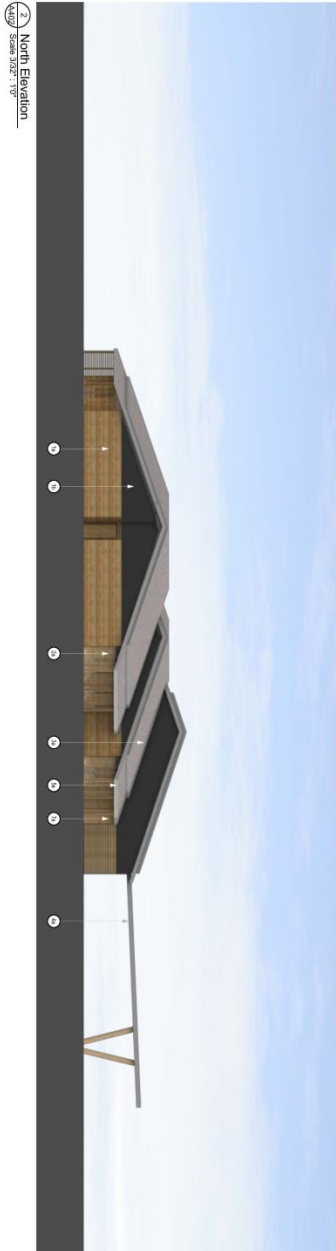
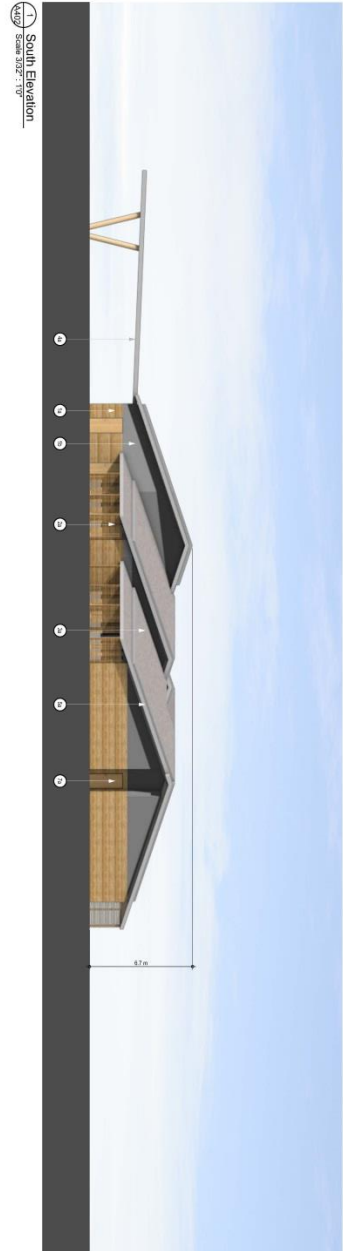
**Lighthouse Villa**

Project: Lighthouse Villa, 1000 Gardner Street, Vancouver, BC  
 Date: 2018.06.12  
 Scale: 1/8" = 1'-0"

CS2 ARCHITECTURE INC. 1000 GARDINER STREET, SUITE 100, VANCOUVER, BC V6C 1G7  
 TEL: 604.681.1111 FAX: 604.681.1112  
 WWW.CS2ARCHITECTURE.COM

Professional Engineer's Stamp: 2018-06-12, 1000 GARDINER STREET, SUITE 100, VANCOUVER, BC V6C 1G7, TEL: 604.681.1111, FAX: 604.681.1112, WWW.CS2ARCHITECTURE.COM, A401

**Attachment 4  
 Concept Elevation Plans  
 (Page 2 of 2)**



**Exterior Materials Schedule**

| Material                        | Finish | Colour | Notes |
|---------------------------------|--------|--------|-------|
| 1.1. Skyline - Vertical Slats   | -      | -      | -     |
| 2.1. Skyline - Horizontal Slats | -      | -      | -     |
| 3.1. Skyline - Solid Panel      | -      | -      | -     |
| 4.1. Solid Panel                | -      | -      | -     |
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